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# **SEMS Resource Ordering and Tracking: A Guide for State and Local Government**

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**April 27, 2000**

**Approved by the Standardized Emergency Management  
System (SEMS) Technical Group on April 27, 2000**

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Gray Davis**

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# **SEMS Resource Ordering and Tracking: A Guide for State and Local Government**

## **Purpose And Scope**

This document clarifies how local and state agencies can manage emergencies by properly ordering and tracking resources. The guidance provided is consistent with the Standardized Emergency Management System (SEMS). SEMS is mandated for state agencies, not required for federal agencies, and voluntary for local governments (but necessary for reimbursement of response-related personnel costs).

The document is designed to facilitate resource coordination within and between Emergency Operations Centers at the Local, Operational Area, Region and State. The resources referred to in this document include state and local government resources as defined under the California Master Mutual Aid Agreement and the Emergency Services Act. It provides guidance for Local and Operational Area Levels resource coordination and direction for Regional and State level coordination. This guidance is applicable during conditions of disaster, or of extreme peril, as described in the Emergency Services Act, which warrant a proclamation of Local Emergency. It is not intended to replace or supplant day-to-day incident response systems or procedures that exist under state-wide Mutual Aid Plans. Procedures to obtain federal resources during emergencies are also discussed in this document. In order to fully implement this guidance, jurisdiction and/or discipline specific procedures may need to be written.

## **General Concept**

### **The Response Structure**

#### **Field Level:**

Field (Incident Command) level resource tracking is handled most commonly by the Plans Section Resources Unit. State and local agencies use the Incident Command System (ICS) as the structure to manage emergency incidents at the field level of SEMS. Resources are ordered through the field level Logistics Section to an agency Dispatch Center or Departmental Operations Center (DOC). In some jurisdictions, once an Emergency Operations Center (EOC) is activated, resource requests from the field are handled by EOC Operations Section Branch Coordinators from each responding Department.

#### **Local Level:**

At the local government EOC, departments and agencies perform interagency coordination by establishing jurisdictional priorities, sharing resources and coordinating operations. The Operations Section is responsible for coordinating resources committed to the field and makes requests for supporting resources to Logistics. The EOC Logistics Section obtains those resources available in the jurisdiction that are not available within various departments internal resources. If a resource is not

available within the local jurisdiction and is subject to the Master Mutual Aid Agreement (a government-owned resource), then the appropriate EOC Operations Section Branch Coordinator forwards that request to their discipline's Operational Area Mutual Aid Coordinator. Requests for non-mutual aid resources such as vendor lists, etc., can be made directly from the Local EOC Logistics Section to the Operational Area (OA) EOC Logistics Section. Local level resources are tracked by the Local EOC Logistics Section.

### **Operational Area Level:**

Operational Area Mutual Aid Coordinators are identified by procedures established pursuant to a mutual aid plan adopted by the State Emergency Council or the Operational Area Emergency Operations Plan. When the OA EOC is activated, Operational Area Mutual Aid Coordinators coordinate resource requests, as appropriate, within the Operational Area among unimpacted departments and agencies. OA Mutual Aid Coordinators for Fire and Rescue, Law Enforcement/Coroner, Medical/Health and other disciplines may perform the resource coordination function in facilities external to the OA EOC (such as a DOC); however, through their representatives at the OA EOC, they and the other agency coordinators perform interagency coordination in establishing OA priorities, sharing resources and coordinating operations. In those circumstances, where a discipline specific OA Coordinator has not been designated, that function will usually be performed by the OA Lead Emergency Management Agency. If the OA Mutual Aid Coordinator determines that resources are not available, inadequate, or cannot be obtained in a timely manner, the request is forwarded to the Regional level. Resource Tracking is the responsibility of the OA Logistics Section.

### **Regional Level:**

Regional Mutual Aid Coordinators are identified by procedures established pursuant to a mutual aid plan adopted by the State Emergency Council or the State Emergency Plan. When the Regional Emergency Operations Center (REOC) is activated by OES, the Regional Mutual Aid Coordinators are part of the Operations Section and coordinate resource requests within the OES Mutual Aid Regions. Regional Mutual Aid Coordinators for disciplines outside of Fire and Rescue, and Law Enforcement/Coroner are managed under the responsibility of an assigned state agency or by OES. Regional Mutual Aid Coordinators respond to mutual aid requests by contacting the OA Mutual Aid Coordinators in non-impacted OAs within their Mutual Aid Regions. If the request can not be satisfactorily filled or obtained from a non-affected region (resources are not available, inadequate, or not available in a timely manner) by mutual aid or private sector resources, the Regional Mutual Aid Coordinator may request OES to fill the request by tasking a state agency. Attached are thresholds to be used to ensure timeliness of filling resource requests at the REOC (Attachment A). OES may fill the request by tasking a state agency, or as appropriate, request federal assistance in coordination with the State Operations Center (SOC). Fire and Rescue Operational Area Coordinators, Law Enforcement/Coroner Mutual Aid Coordinators and Medical/Health Coordinators, as well as other disciplines, may perform mutual aid coordination functions in facilities external to the REOC; however, through their representatives at the REOC, they along with State Agency Representatives, perform interagency coordination in establishing REOC priorities, sharing resources and coordinating operations. The response of state agencies is coordinated within the REOC and carried out via state agency Departmental Operations Centers (DOC). Following activation of the Federal Emergency Plan, Federal Emergency Support Function Agency Representatives will co-locate at the REOC. Federal

response resources are accessed through the REOC; they should not be requested through a Disaster Field Office, nor by direct contact to a federal agency. Exceptions to this process may be provided through interagency agreements or under the discretionary powers of federal military commanders or by federal agency executives.

The REOC Operations Section is responsible for coordinating resources committed to the OA EOC and makes requests for supporting resources to Logistics. The REOC Logistics Section obtains those resources available in the Region, but not available within various Regional Mutual Aid Coordinator's resources. The REOC Logistics Section also coordinates requests for Emergency Manager Mutual Aid (EMMA), OES communications services, and mutual aid requests for Auxiliary Communications Services (ACS) volunteers. Resource requests that cannot be filled in the Region will be forwarded by the Regional Mutual Aid Coordinator (discipline specific) to the appropriate State Mutual Aid Coordinator at the State Operations Center (SOC). Requests for other resources, such as vendor lists, EMMA, ACS, etc., shall be made by the REOC Logistics Section to the SOC. If a discipline specific Regional Mutual Aid Coordinator is not designated, OES will ensure the function is filled.

### **State Level:**

State Mutual Aid Coordinators are identified in the State Emergency Plan, or in a mutual aid plan adopted by the State Emergency Council. When the SOC is activated by OES, the State Mutual Aid Coordinators are assigned to the Operations Section. They coordinate resource requests from the REOC by contacting Regional Mutual Aid Coordinators, or by OES tasking state agencies. In most cases, tasking of state resources occurs at the Regional level (REOC). When multiple REOCs are activated, the SOC will retain control of scarce resources. In the SOC, State Mutual Aid Coordinators, State Agency Representatives, or their designated staff, perform resource coordination, and establish state-wide priorities. The Director of OES, acting for the Governor, uses this information to develop state-wide strategies to cope with the emergency. Requests for federal resources from the Federal Emergency Management Agency (FEMA) are made from the SOC. The coordination at this level ensures the co-location of federal ESF to the REOC when the Federal Response Plan is activated.

The SOC Operations Section is responsible for coordinating resources committed to the REOC and makes requests for supporting resources to Logistics. The SOC Logistics Section obtains resources from OES and other agencies to support REOC operations. SOC Logistics Section also coordinates requests for Emergency Manager Mutual Aid, OES Communications Services, and ACS volunteers within the Regions. If resources are not available within the state, federal assistance will be requested, as appropriate.

### **Special Facilities/Mobilization Centers**

#### **OES Mobilization Centers:**

During emergencies, the need to forward deploy state resources may be necessary. To meet this need, OES may establish Mobilization Centers to reduce response times, and to improve resource coordination, tracking, and support. This is accomplished by tasking various state agencies, and deploying state personnel and resources to a Mobilization Center. These resources remain under the direct control of the REOC Director.

The resource ordering process for local government does not change when an OES Mobilization Center has been established. The SEMS process remains the correct method for handling resource order requests. Resource requests from the field are relayed to local government, local government relays the request to the Operational Area (OA), and the OA relays the request to the REOC who dispatches the resource. Resources may be dispatched from the Mobilization Centers, or other locations, to meet mission requirements. Upon completion of an OES Mobilization Center dispatched mission, personnel and resources will return to the Mobilization Center for reassignment or release.

## **Ordering Resources - When and How**

### **When To Request:**

All emergency incidents require resources. SEMS recognizes “Incident” and “Emergency” responses. “Incident” responses are essentially day-to-day emergency responses, or the initial response to an event, that may have the potential to escalate to an “Emergency” response. A Proclamation of Local Emergency is not in place, or in process, in an “Incident” response. “Emergency” response occurs when conditions “of disaster or extreme peril ... likely to be beyond the control of the ... political subdivision” exist as defined under Government Code Section 8558 of the Emergency Services Act. Proclamations of Local Emergency are either in place, or in process, during Emergency response.

Resource ordering during “Incident” responses are handled by local agency Dispatch Centers or Departmental Operations Center (DOC) and utilize departmental resources, contract resources (public and private), and resources obtained by interagency agreements (automatic aid), or through mutual aid plans.

“Emergency” response resource ordering includes all of the elements found under “Incident” response plus the activation of an Emergency Operations Center (EOC) to ensure interagency coordination and jurisdictional level resource management. Resources available during “Emergency” responses include all local government and state resources covered under the California Master Mutual Aid Agreement. Additional state agency resources may be obtained through OES in accordance with the Emergency Services Act.

The key to the transition from “Incident” resource ordering to “Emergency” resource ordering is that the jurisdiction has “reasonably committed” their resources to meet the event, and the event has, or is likely to overwhelm those resources. OES’ practice has been to view “reasonable commitment” as implementing full mobilization of jurisdictional staff and the utilization of private contractors. Resources accessed under the Master Mutual Aid Agreement or Mission Tasking by OES are not a substitute for Local entities preparedness and are not to be used simply to avoid overtime or contract costs.

### **Emergency Proclamations:**

When conditions as described under “Emergency” response exist, a proclamation of Local Emergency by the local government should be considered and made as soon as possible. OES will respond to “Emergency” response resource requests in the absence of a proclamation, if conditions warrant. However, a Local Emergency Proclamation is needed in order to ensure continued access to state

resources and other mutual aid resources. In addition, it legally proclaims the existence of conditions which warrant a mutual aid response under the Master Mutual Aid Agreement or an OES Mission Tasking under the Emergency Services Act. Furthermore, the Local Emergency Proclamation provides emergency powers to local officials and increased liability protections needed for effective response.

### **How To Request:**

“Incident” resource requests will be made in accordance with local policies and procedures.

During “Emergency” response, Field Level requests will be processed in accordance with local policies and procedures and forwarded to the local EOC. Those requests which cannot be filled through interagency coordination within the City EOC Operations Section and/or by contract or purchase via the City EOC Logistics are forwarded to the Operational Area EOC. For example, requests for Building Officials or Structural Engineers from City A’s Construction and Engineering Branch that could not be filled within the City would be sent to the OA EOC Operations Section, Construction and Engineering Branch. The OA Branch Coordinator will poll unimpacted agencies by contact through OA Logistics Section to seek private contractors. If the OA Branch Coordinator cannot fill the request, then the OA Branch Coordinator will forward the request to the OES Regional Emergency Operations Center (REOC) Operations Section, Construction and Engineering Branch Coordinator. The REOC Branch Coordinator will fill the resource request, through activation of the Safety Assessment Plan, and coordinate the delivery of Building Officials and/or Engineers. In order to ensure rapid coordination within each OA and respond to Regional requests, a system of resource inventories and draw-down thresholds should be developed and maintained among the agencies and jurisdictions of each OA. A chart outlining resource coordination flow from OA to REOC is attached (Attachment B).

Operational Area resource requests, used by local government, should be in a format similar to the OES Response Information Management System (RIMS). This will allow essential information to be entered into RIMS at the OA. In the event that RIMS is not operational, or the REOC Director determines alternative methods are more efficient, RIMS forms will be completed manually. The information will then be communicated to the REOC by fax, telephone, or radio. Furthermore, all requests from the OA must be confirmed by phone contact with the REOC. The RIMS Resource/Tasking Form is attached for your reference (Attachment C).

All resource requests, at each level, must include the following:

- clearly describe the current situation
- describe the requested mission
- specify the type or nature of the service the resource(s) will provide
- provide delivery location with a common map reference
- provide local contact at delivery location with primary and secondary means of contact
- provide the name of the requesting agency and/or OA Coordinator contact person
- indicate time frame needed and an estimate of duration
- resource requests involving personnel and/or equipment with operators will need to indicate if logistical support is required, i.e., food, shelter, fuel and reasonable maintenance
- examples of resource requests which provide mission descriptions, resource requirements, and information to address supportive needs are attached (Attachment D)



**Interim Responses:**

“Incidents” occur without warning and may escalate rapidly into major emergencies or disasters. It takes time to staff an EOC appropriately. Procedures should be developed that designate trained individuals, who are empowered to carry out resource ordering, fill key EOC level positions until the entire EOC structure is established. State OES has 24-hour duty officer positions for Law Enforcement, Fire and Emergency Services and all other resources. A copy of the OES Duty Officer Standard Operating Procedure is attached for your reference (Attachment E).

**Special Interagency Procedures:**

In order to facilitate the rapid response of specialized resources, local government agencies may create interagency agreements within the Operational Areas, or between Operational Areas. It is essential that all affected parties have been involved in the development and implementation of the provisions contained in these interagency agreements. The agreements should be coordinated with the involved OA Multi-Agency Coordination (MAC) group, the lead agency for intra OA agreements, the Regional MAC, and/or the OES Regional Administrator, as appropriate.

<b>OES Mission Numbers/Federal Assistance and Resource Tracking</b>
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**OES Mission Numbers:**

At the Regional Emergency Operations Center, OES responds to resource requests by:

- coordinating mutual aid resources from local governments via Operational Area Coordinators within the Region
- referring the request to private vendors or volunteer agencies
- tasking state agencies for assistance
- requesting federal assistance

The Emergency Services Act provides OES the authority to task state agencies to respond to local emergency needs in accordance with the California State Emergency Plan. OES uses the issuance of a “Mission Number” to authorize and document the tasking of the state agency. Mission Numbers are not issued to local agencies (with the exception of Law Enforcement Search and Rescue Missions) or to federal agencies. Responses by state agencies under an OES Mission Number are made without expectation of reimbursement. The requester is usually responsible for providing fuel, food, shelter and other extraordinary costs associated with the response activities, unless other arrangements have been predetermined. Attached is a guide entitled Top Ten Questions on OES Mission Numbers (Attachment F).

**Federal Resources:**

Access to federal resources is generally governed by interagency agreements, or accessed by discretionary powers of federal military commanders, federal agency executives, and/or independent legislative authorities. In the case of a Presidential Declaration of either an “Emergency” or “Major Disaster,” the Robert T. Stafford Act and the Federal Response Plan can be activated.

Unless otherwise provided for under interagency plans or agreements, or in the case of immediate threat to life safety, requests for federal resources should not be made directly from local governments to federal officials or federal military commanders. The SEMS process should be followed. The state will make the request to the appropriate federal agency, if state resources are inadequate or not timely. Following the activation of the Federal Response Plan (FRP), the Federal Emergency Management Agency (FEMA) will coordinate state requests for assistance and task federal agencies organized in various Emergency Support Functions (ESF). Federal assistance under the FRP is not free of charge. Costs are billed on a 75% federal, 25% state/local share. Some federal agencies have independent authorities and responsibilities for responding to state requests directly, regardless of a Presidential Declaration. Public Law 84-99 empowers the US Army Corps of Engineers to respond in flood emergencies. Attached are SEMS consistent procedures for accessing the USACE (Attachment G).

### **Resource Tracking:**

The Multi-Agency Coordination System (MACS ) 420 Resource Ordering System provides a useful model to follow. It provides for an Order Number to be assigned to each incident and a request number for each resource request. As the request moves from the Field to the Local, OA alpha numeric designators are added. Although resource typing is desirable, it is not a prerequisite or operational requirement. At the REOC and SOC levels there is the opportunity to assign a Mission Number or other response designation while still tracking the original Order Request Number to its source. A statewide resource tracking system must provide for tracking of resources from the Field Level through all SEMS levels. It must be simple to use and be RIMS compatible. Additionally, the system must permit easy tracking of OES Mission Tasking and be maintained under the SEMS Maintenance System. In view of these advantages, resource tracking at the EOC, REOC, and SOC should be developed in a manner consistent with the MACS 420 System’s procedures and forms. OES will develop appropriate EOC forms and procedures for approval through the SEMS Maintenance System. Attached is a copy of the MACS 420 procedures containing sample requests (Attachment H ).

## **Summary**

Resource ordering and tracking are vital functions in every emergency. The system described in this document provides for an efficient method of ordering, requesting, and filling resource needs at every level. This is accomplished through interagency coordination, mutual aid coordination, and utilizing private sector resources when appropriate. Provisions for assigning state agency resources, through OES Mission Tasking, and Federal resource requests are done at the REOC or SOC level. Implementation of the Order Request System, consistent with MACS 420 will ensure accurate tracking of all resources at each SEMS level. This document provides a basic description for ordering and tracking resources with attachments illustrating specific examples. The Regional, Operational Area, and Local coordinators need to develop procedures and checklists, which include provisions for training and exercises, in order to fully implement this system. The SEMS Maintenance System will

ensure that these procedures are reviewed and updated to meet the emergency response needs in the future.

## **General Authorities And Definitions**

1. California Government Code §8607.2(d). By December 1, 1996, all state agencies shall use the Standardized Emergency Management System (SEMS) as adopted pursuant to subdivision (a), to coordinate multiple jurisdiction or multiple agency emergency and disaster operations.
2. California Government Code §8607.2(e) (1). By December 1, 1996, each local agency, in order to be eligible for any funding of response-related costs under disaster assistance programs, shall use the Standardized Emergency Management System as adopted pursuant to subdivision (a) to coordinate multiple jurisdiction or multiple agency operations.
3. California Code of Regulations, Title 19, Division 2, Article 4. §2403 (b). There are five designated levels in the SEMS organization: field response, local government, operational area, regional, and state. Each level is activated as needed. (1) “Field response level” commands emergency response personnel and resources to carry out tactical decisions and activities in direct response to an incident or threat.
4. California Code of Regulations, Title 19, Division 2, Article 4. §2405 (a). Emergency response agencies operating at the field response level of an incident shall utilize the Incident Command System, incorporating the functions, principles and components of ICS.
5. California Code of Regulations, Title 19, Division 2, Article 3. §2402 (g). “Emergency Response Agency” means any organization responding to an emergency, whether in the field, at the scene of an incident, or to an EOC, in response to an emergency, or providing mutual aid support to such an organization.
6. California Code of Regulations, Title 19, Division 2, Article 4. §2407(c). Communications and coordination shall be established between a local government EOC, when activated, and any state or local emergency response agency having jurisdiction at an incident occurring within that local government’s boundaries. §2407(d) Local government shall use multi-agency or inter-agency coordination to facilitate decisions for overall local government level emergency response activities.
7. California Government Code §8616. During any state of war emergency or state of emergency when the need arises for outside aid in any county, city and county, or city, such aid shall be rendered in accordance with approved emergency plans.
8. California Government Code §8618. Unless otherwise expressly provided by the parties, the responsible local official in whose jurisdiction an incident requiring mutual aid has occurred shall remain in charge at such incident, including the direction of personnel and equipment provided him through mutual aid.

9. California Code of Regulations, Title 19, Division 2, Article 4. §2405(a)(3)(C). Unified Command structure is a unified team effort which allows all agencies with responsibility for the incident, either geographical or functional, to manage an incident by establishing a common set of incident objectives and strategies. This is accomplished without losing or abdicating agency authority, autonomy, responsibility, or accountability.
10. The state has broad authority under the Emergency Services Act to address any local need in a declared emergency if the conditions warrant. California Government Code §8614 states:
  - (a) Each department, division, bureau, board, commission, officer, and employee of each political subdivision of the state shall render all possible assistance to the Governor and to the Director of the Office of Emergency Services in carrying out the provisions of this chapter.
  - (b) The emergency power which may be vested in a local public official during a state of war emergency or a state of emergency shall be subject or subordinate to the powers herein vested in the Governor when exercised by the Governor.
  - (c) Ordinances, orders, and regulations of a political subdivision shall continue in effect during a state of war emergency or a state of emergency except as to any provision suspended or superseded by an order or regulation issued by the Governor.
11. California Code of Regulations, Title 19, Division 2, Article 4. §2405(a)(3)(D). Consolidated action plans identify objectives and strategy determinations made by the Incident Commander for the incident based upon the requirements of the jurisdiction. In the case of a unified command, the incident objectives must adequately reflect the policy and needs of all the jurisdictional agencies. The action plan for the incident covers the tactical and support activities required for the operational period.
12. “Jurisdiction” describes a [legal] authority or responsibility, and can also mean a geographical area, e.g., a city, county, state, federal lands, etc. (SEMS Approved Course of Instruction Field Course, Module 13-Unified Command-August 1995 Instructor Guide.)
13. “Agency” is used to describe organizations which have a legal and functional responsibility at an incident. These may be from the same jurisdiction, other jurisdictions, or represent functional governmental authorities which do not necessarily have a geographical influence. They can also represent industrial and commercial organizations from the private sector. Examples could include the Coroners office, the FAA, the XYZ chemical corporation, etc. (SEMS ACI, Module 13, Instructor Guide.)

## **Attachments**

Attachment A: Resource Ordering Request Thresholds

Attachment B: REOC Resource Request Flowchart

Attachment C:	Resource Information Management System (RIMS) tasking form
Attachment D:	Examples of Resource Requests
Attachment E:	OES Duty Officer Standard Operating Procedures
Attachment F:	Guide: Top Ten Questions on OES Mission Numbers
Attachment G:	Procedures for accessing the US Army Corps. Of Engineers
Attachment H:	Multi-Agency Coordination System (MACS) 420 Resource Ordering System

**Decision Thresholds**

The following are time guidelines for determining whether to coordinate a request for assistance of mutual aid from neighboring Operational Areas or through the State Operations Center to other Regions or whether to task a state agency. These timelines are based upon the amount of time required to coordinate the resource. Coordination is defined as identifying availability and determining the estimated time of arrival in order to meet the time requested. These thresholds are provided as general guidelines. The decision to coordinate mutual aid or perform mission taking will be based upon the judgment of the REOC Director or designee after weighing all operational factors and local conditions. The ultimate goal is to provide the best resource match in the shortest amount of time.

***Conditions of Imminent Threat to Life:***

Coordination Time 20 Minutes

***Conditions of Potential Threat to Life :***

Coordination Time 30 Minutes

***Conditions of Imminent Threat to Property:***

Coordination Time 30 Minutes

***Conditions of Potential Threat to Property:***

Coordination Time 40 Minutes

***Conditions of Imminent Threat to the Environment:***

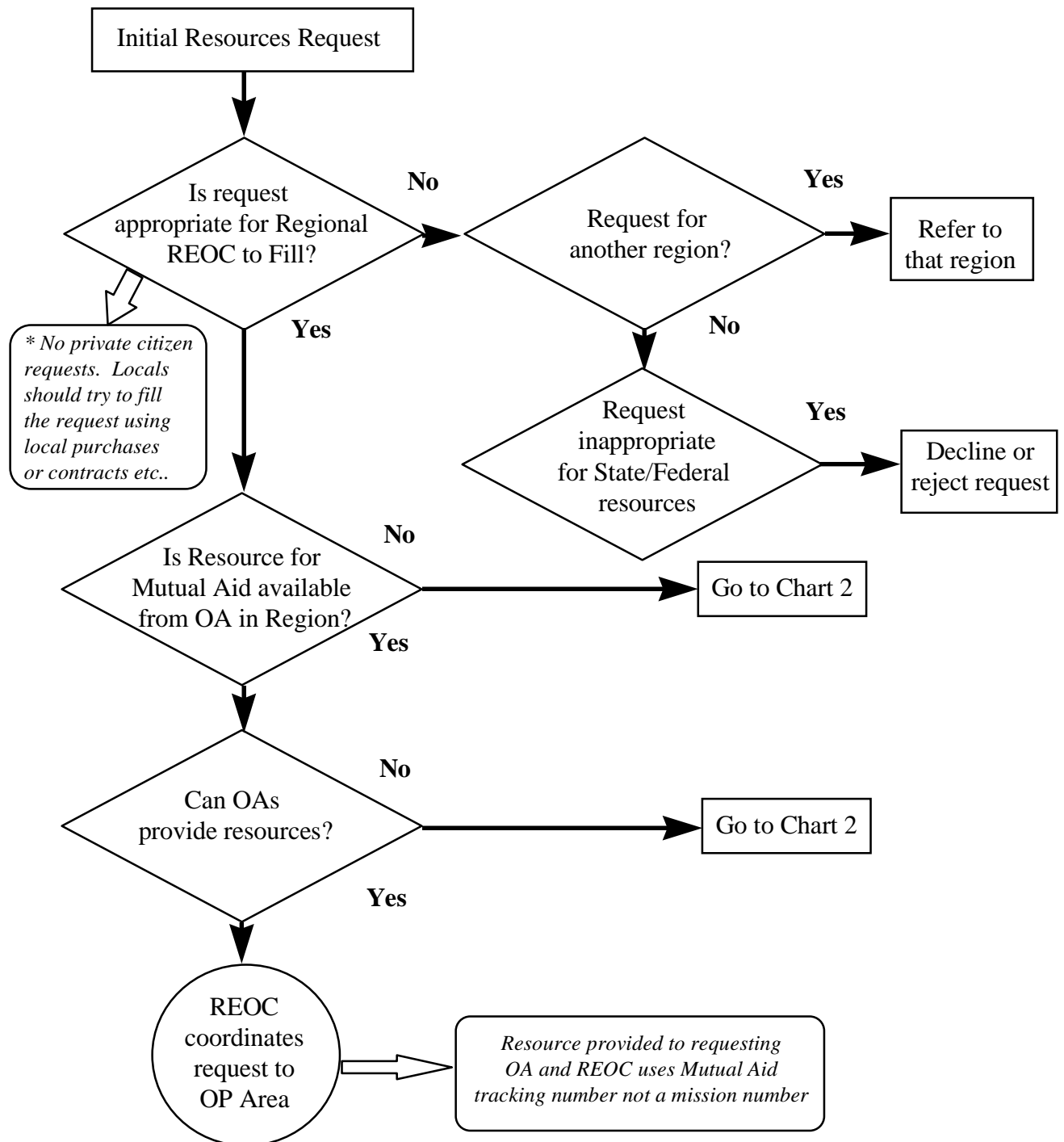
Coordination Time 40 Minutes

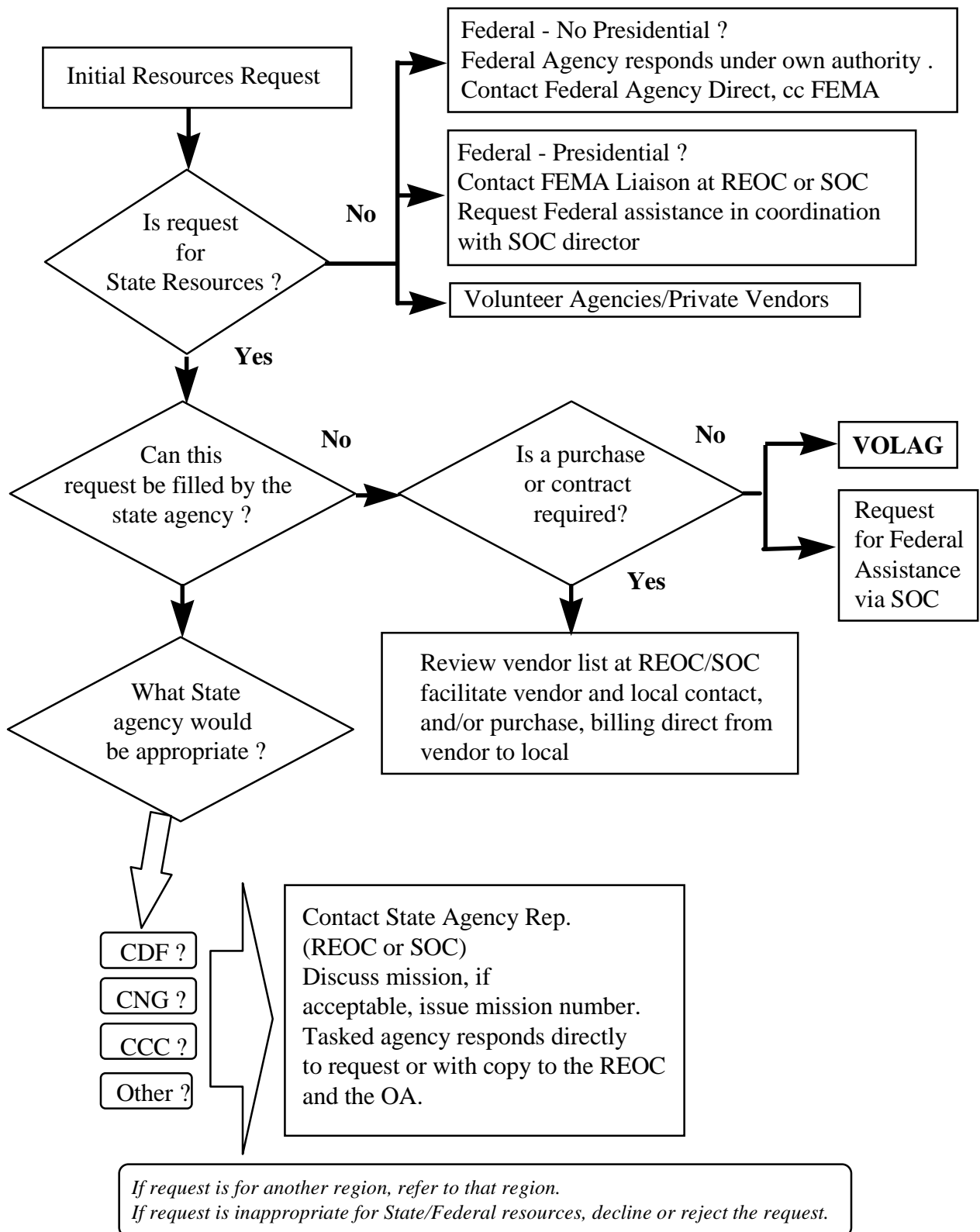
***Conditions of Potential Threat to the Environment:***

Coordination Time 50 Minutes

***Routine Administrative ( i.e., PIOs, EMMA)***

Coordination Time 4 Hours









# GOVERNOR'S OFFICE OF EMERGENCY SERVICES

## Mission/Request Tasking Form

Mission Number:

Priority:

By:

**Information required from requesting agency:**

1. Request Date/Time:	2. *Operational Area:	3. Related Event/Disaster:
4. Related Incident Name:	5. * Mission Type:	6.a. Desired Arrival Date/Time: b. Estimated Duration
7. * Threat:		
8. Situation:		
9. * Requested Mission:		
10. Incident/Proj Order No.:	11a. AFRCC Incident No.:	b. AFRCC Mission No.:

**Detailed Resource List:**

Request Number	Type Resource	Quantity	Remarks
12a.	b.	c.	d.
13a.	b.	c.	d.
14a.	b.	c.	d.
15a.	b.	c.	d.
16a.	b.	c.	d.
17a.	b.	c.	d.
<b>18. Requesting Agency:</b>			
a. * Name:	b. Position:	c. * Agency:	
d. * Phone Number:	e. Fax Number:	f. Alt#:	
<b>19. Service/Support Supplier:</b>			
a. Fuel :	b. Meals:	c. Water:	
d. Maintenance:	e. Lodging:	f. Misc:	
<b>20. Reporting Location:</b>			
a. Address:	b. Map Ref:	c. Lat/Long:	
<b>21. Forwarding Agency:</b> (If different from Block 18)			
a. * Name:	b. Position:	c. * Agency:	
d. * Phone Number:	e. Fax Number:	f. Pager/Alt#:	

**Forward to OES:**

Forward to OES Office/Duty Officer:	Forward by E-mail:
-------------------------------------	--------------------

<b>22. OES Coordinator:</b>		
<b>a. Name:</b>	<b>b. OES Office:</b>	<b>c. Phone:</b>
<b>d. Fax:</b>	<b>e. Pager/Alt#:</b>	<b>f. Other:</b>
<b>23. Responding Agency:</b>		
<b>a. Agency Name:</b>	<b>b. Agency POC:</b>	<b>c. Phone:</b>
<b>d. Fax Number:</b>	<b>e. Pager/Alt#:</b>	<b>f. Other:</b>
<b>24. Special Instructions:</b>		
<b>25. a. Responsible OES Branch/Region:</b>		<b>b. Request Mission No. Approval From:</b>

**Designee's Name:**

**This portion completed by the Responding Agency or  
the Governor's OES**

<b>1. Overall Mission/Resource Status</b>	<b>2. Person Making Report:</b>	<b>3. Report Date/Time:</b>
<b>4. Responding Agency:</b>	<b>5. ETA Date/Time:</b>	<b>6. a.. Original Request Date:</b>  <b>b. Actual Time on Site(Date/Time):</b>
<b>7. Mission:</b>		
<b>8a. Past Activities:</b> <b>b. Current Activities:</b> <b>c. Future Activities:</b>		
<b>9. Critical Issues:</b> <b>10. Comments:</b>		

[illegible]

Last Modified by: on:

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# GOVERNOR'S OFFICE OF EMERGENCY SERVICES

## Mission/Request Tasking Form

**Mission Number:** 99-SOU6001

**Priority:** Flash

**Approved By:** Keith Harrison (Keith Harrison) on: 01/11/99 05:32:26 PM

**Information required from requesting agency:**

<b>1. Request Date/Time:</b> 01/11 05:05 PM	<b>2. *Operational Area:</b> Ventura	<b>3. Related Event/Disaster:</b> Ventura OA Test
<b>4. Related Incident Name:</b> Test	<b>5. * Mission Type:</b> Flood Fight	<b>6.a. Desired Arrival Date/Time:</b> 1/12/99 0800 <b>b. Estimated Duration</b> 3 Days 1/15/99
<b>7. * Threat:</b> Imminent threat of death or serious injury <b>8. Situation:</b> Flooding along Ventura River. 20 homes in the City of Ventura under evacuation Mobile home park swept away. County Flood Control building temporary dike to prevent further damage and threat to Convalescent Hospital. Hand crews needed for sand bagging and diking. <b>9. * Requested Mission:</b> Provide 3 Hand Crews (30 staff) trained in sand bagging and diking along with supervision and transportation.		
<b>10. Incident/Proj Order No.:</b>	<b>11a. AFRCC Incident No.:</b>	<b>b. AFRCC Mission No.:</b>

**Detailed Resource List:**

Request Number	Type Resource	Quantity	Remarks						
12a. 1	b. Hand Crew	c. 3	d. Crew will performing sand bagging and diking, include supervisors and own transportation						
13a.	b.	c.	d.						
14a.	b.	c.	d.						
15a.	b.	c.	d.						
16a.	b.	c.	d.						
17a.	b.	c.	d.						
<b>18. Requesting Agency:</b> <table style="width: 100%;"> <tr> <td style="width: 33%;">a. * Name: Thomas Jefferson</td> <td style="width: 33%;">b. Position: Asst. Dir.</td> <td style="width: 33%;">c. * Agency: Ventura CO Flood Control</td> </tr> <tr> <td>d. * Phone Number: 805-5551212</td> <td>e. Fax Number: 805 555-2222</td> <td>f. Alt#: Pager 805-555-2345</td> </tr> </table>				a. * Name: Thomas Jefferson	b. Position: Asst. Dir.	c. * Agency: Ventura CO Flood Control	d. * Phone Number: 805-5551212	e. Fax Number: 805 555-2222	f. Alt#: Pager 805-555-2345
a. * Name: Thomas Jefferson	b. Position: Asst. Dir.	c. * Agency: Ventura CO Flood Control							
d. * Phone Number: 805-5551212	e. Fax Number: 805 555-2222	f. Alt#: Pager 805-555-2345							
<b>19. Service/Support Supplier:</b> <table style="width: 100%;"> <tr> <td style="width: 33%;">a. Fuel: Requesting Agency</td> <td style="width: 33%;">b. Meals: Requesting Agency</td> <td style="width: 33%;">c. Water: Requesting Agency</td> </tr> <tr> <td>d. Maintenance: Requesting Agency</td> <td>e. Lodging: Requesting Agency</td> <td>f. Misc:</td> </tr> </table>				a. Fuel: Requesting Agency	b. Meals: Requesting Agency	c. Water: Requesting Agency	d. Maintenance: Requesting Agency	e. Lodging: Requesting Agency	f. Misc:
a. Fuel: Requesting Agency	b. Meals: Requesting Agency	c. Water: Requesting Agency							
d. Maintenance: Requesting Agency	e. Lodging: Requesting Agency	f. Misc:							
<b>20. Reporting Location:</b> <table style="width: 100%;"> <tr> <td style="width: 33%;">a. Address: Ventura CO Govt. Center Parking Lot 800 S Victoria Ventura CA</td> <td style="width: 33%;">b. Map Ref: Thomas Guide Page 23 Grid C-5</td> <td style="width: 33%;">c. Lat/Long:</td> </tr> </table>				a. Address: Ventura CO Govt. Center Parking Lot 800 S Victoria Ventura CA	b. Map Ref: Thomas Guide Page 23 Grid C-5	c. Lat/Long:			
a. Address: Ventura CO Govt. Center Parking Lot 800 S Victoria Ventura CA	b. Map Ref: Thomas Guide Page 23 Grid C-5	c. Lat/Long:							
<b>21. Forwarding Agency:</b> (If different from Block 18) <table style="width: 100%;"> <tr> <td style="width: 33%;">a. * Name: Laura Hernandez</td> <td style="width: 33%;">b. Position: Asst. Director</td> <td style="width: 33%;">c. * Agency: Ventura County OES</td> </tr> <tr> <td>d. * Phone Number: 805-555-4321</td> <td>e. Fax Number: 805-555-2356</td> <td>f. Pager/Alt#: 805-555-7895</td> </tr> </table>				a. * Name: Laura Hernandez	b. Position: Asst. Director	c. * Agency: Ventura County OES	d. * Phone Number: 805-555-4321	e. Fax Number: 805-555-2356	f. Pager/Alt#: 805-555-7895
a. * Name: Laura Hernandez	b. Position: Asst. Director	c. * Agency: Ventura County OES							
d. * Phone Number: 805-555-4321	e. Fax Number: 805-555-2356	f. Pager/Alt#: 805-555-7895							

**Forward to OES:**

Forward to OES Office/Duty Officer: <b>Southern Region</b>	Forward by E-mail:
--	--------------------

**Governor's Office of Emergency Services:**

<b>22. OES Coordinator:</b>		
a. Name: SoREOC Operations	b. OES Office: Southern REOC	c. Phone: 310-795-2914
d. Fax: 310-795-2877	e. Pager/Alt#:	f. Other:
<b>23. Responding Agency:</b>		
a. Agency Name: CCC	b. Agency POC: Lee Bastain	c. Phone: 714-555-1234
d. Fax Number: 714-555-5432	e. Pager/Alt#:	f. Other:
<b>24. Special Instructions:</b> CCC Crews may not be fed or lodged with inmate hand crews		
<b>25. a. Responsible OES Branch/Region:</b> Southern <b>b. Request Mission No. Approval From:</b> Deborah Steffen/OES		

Approver's Name: **Keith Harrison**

Designee's Name:

Status of Mission # 99-SOU6001

This portion completed by the Responding Agency or  
the Governor's OES

(Use only the "SaveExSTATUS" button whenever saving the Status Report!!)

1. Overall Mission/Resource Status <b>Coordinating</b>	2. Person Making Report: Keith Harrison	3. Report Date/Time: 01/11/99 05:35:31 PM
4. Responding Agency:	5. ETA Date/Time:	6. a.. Original Request Date: 01/11/99 b. Actual Time on Site(Date/Time):
<b>7. Mission:</b>		
<b>8a. Past Activities:</b>		
<b>b. Current Activities:</b>		
<b>c. Future Activities:</b>		
<b>9. Critical Issues:</b>		
<b>10. Comments:</b>		

**11. Resource Recap:**

Req #	Providing Unit	Resource Description	Qty	Status	Location/Destination	ETA	Remarks
1		Hand Crew	3				Crew will performing sand bagging and diking, include supervisors and own transportation

(Use only the "SaveExSTATUS" button whenever saving the Status Report!!)

Created by: Keith Harrison on: 01/11/99 05:03:33 PM Last Modified by: Keith Harrison on: 01/11/99 05:30:21 PM

\* \* \* \* \* End of Form \* \* \* \* \*

## **DUTY OFFICER PROCEDURES**

### **I. GENERAL**

1. Duty Officer assignments are published on a quarterly basis and will be modified only with the approval of the Regional Administrator or Manager. All such changes must be acknowledged by an Emergency Notification Controller, and distributed to all staff. This assignment implies availability on a 24 hour basis (no vacation, or other impediments to a required response).
2. All duties begin and end at 1700 on Friday. During this period, the personal pager will be activated and maintained within audible range at all times.
3. The outgoing Duty Officer will brief the incoming Duty Officer on all current conditions and incidents that are significant. In addition, a review of decisions made, pending resource requests, missions in progress etc. will be included.
4. All significant incidents will be recorded in detail, using the Response Information Management System (RIMS) operations log. It is recommended, but not required, that entries be made into RIMS by computer at the time of the event. It is acceptable to maintain an initial log (on the standard forms, copies of which are attached), and have them transcribed into the RIMS no later than 0900 of the first working day following the event. Where direct access to the RIMS is not yet possible, the data (on the correct forms) will be faxed to the regional location with RIMS access (on the same schedule) for immediate input to the system. Information on actions taken (resources located, mission number coordination, Command Post (CP)/Emergency Operations Center (EOC) duty assignments, etc.), jurisdictions and/or agencies contacted (names, dates, and times), and calls received (names, dates, and times) will be recorded.
5. The assigned Duty Officer is responsible for the entire Region during the designated duty period. Any significant activity within the Region may be reported to the Duty Officer by the Warning Controller, the Executive Duty Officer (EDO), local government emergency coordinators, or state agency contacts. Periodic monitoring of local media broadcasts is also necessary. Events that have potential for escalation can be identified through the use of radio/TV, and appropriate contacts can be made to illicit additional details.
6. Close coordination with assigned Fire & Rescue and Law Enforcement Branch staff will be necessary whenever these mutual aid systems are involved.
  - a. When the situation requires the presence of two or all three regional mutual aid systems at a field CP or an EOC, a unified CA OES effort will be essential. The Branch representative with most direct involvement will take charge of (OES) coordination, and will be expected to insure the exchange of information between the two (or three) CA

OES coordinators on scene. In this way, Fire and Law can keep the Warning Center and their Branch Chiefs abreast of the situation, and the Branch Coordinator can fulfill his/her responsibility to notify the Executive Duty Officer (EDO), OES emergency Operations and Training (EOT) Division staff, and the Regional Manager and/or Administrator, as appropriate.

b. When an event primarily involves a Fire & Rescue or Law Enforcement Branch, the RDO will continue in his/her role in responding to the Operational Area and the EOT/EDO.

## **II. NORMAL WORK HOURS (0800 TO 1700)**

1. If you are an Emergency Services Coordinator (ESC) assigned to a Mutual Aid Region, and this event involves your Region, contact your most reliable local government source and confirm the extent of the problem.

Once identified as a significant event, your responsibility will primarily involve information gathering, mutual aid coordination, and support for other state agencies which may be involved.

Once confirmed, this significant event will be reported to the Regional Manager (and if not available, the Regional Administrator).

From this initial contact (discussion), it will be determined whether on-site response will be required, or whether a telephone monitoring effort is sufficient. Notification of the OES EOT Division staff at Headquarters will be an Administrative Region responsibility.

When State Agency has need for a mission number, you may be assigned as the mission coordinator.

Detailed information on mission/resource tasking is available in Annex C of the REOC SOP. **All Duty Officers must be familiar with this document.**

Once initial coordination is accomplished, the Executive staff and/or the EOT staff will review the information available and authorize a mission number for the applicable State Agency.

The mission coordinator will issue the assigned mission number to the applicable agency.

Situation updates will be a continuing responsibility of the Duty Officer until the operation is completed.

If the Regional Emergency Operations Center (REOC) is activated, all coordination will be accomplished through the Operations Section Chief (or appointed representative).

2. If this event involves one of the other two mutual aid regions (or if the Duty Officer does not have an assigned region), contact the responsible Regional ESC. Responsibility for the coordination of events will remain with the RDO.
3. Decisions as to the need for an ESC to get directly involved on scene (at an incident command post or a jurisdictional EOC) will be made by the Regional Manager and/or Administrator after a situation review with the ESC of the Mutual Aid Region involved.

### **III. AFTER NORMAL WORK HOURS**

1. Once again, initial determination that a problem exists may come from the Warning Center, the EDO, State Agencies, directly from local government, or through local media broadcasts.
2. No matter where the incident is reported (which Mutual Aid Region), you will communicate with the appropriate local contact to determine the extent and magnitude of the problem. It is essential that appropriate contact lists for all three Regions be maintained.
3. Once you have established it as a significant event, call or page the EDO and brief him/her. If the incident is not in your Region (or the Duty Officer has no assigned Region) a decision will be reached by the Executive Duty Officer and the Regional Administrator as to the need to notify the ESC responsible for this area. This might involve a request for that ESC to continue gathering information by phone, or to actually go to the on-site Incident Command Post/jurisdictional EOC.

On site tasks will again involve information gathering, mutual aid coordination, and support for other state agencies that may be involved. If a determination is made that the incident simply bears watching, the monitoring effort will be the Regional Duty Officer's responsibility. Any need for assignment of mission numbers will follow the same procedure as outlined above under Section II. The Regional Duty Officer is responsible for substantiating the need for a mission number, and once authorized by the Executive Duty Officer, will act as the mission coordinator.

4. The type of information required for the EDO to accomplish his/her assignment may include:
  - a. Problem/hazard and local declarations;
  - b. Location and jurisdiction impacted;
  - c. Potential for escalation;
  - d. Deaths/injuries/persons threatened;
  - e. Property destroyed/threatened;
  - f. Evacuations and shelters opened (locations);
  - g. Local response efforts (supporting jurisdictions/agencies); and
  - h. Mutual aid requested/available (especially state agencies).

Verbal reports to the EDO will normally be sufficient, but Mission/Resource Request, Tasking and Status Forms, and the EDO Procedures are affixed to this document for reference.

5. The Regional Manager (and if not available, the Regional Administrator) will be called whenever the situation requires a field response and whenever there is a significant possibility of incident escalation. The Regional Manager will insure notification of the Regional Administrator whenever it is determined that field operation support is required.

6. Minor incidents completed with only a monitoring requirement will be reported to the Regional Manager by 1200 of the first work day following the event.

#### **IV. AUDIO SITUATION REPORTING SYSTEM**

An Regional Audio Situation Reporting System has been established for use by local government and Regional staff. It will be the responsibility of the Region Duty Officer to update this system. When there is no noteworthy activity, the system will still be updated each evening at approximately 1700. The system should be checked several times daily for messages that may have been left on this system for the Duty Officer. As events occur, and as information becomes available (either through the efforts of the Duty Officer or reports from local government), updates will be recorded. In addition to reporting as described, the event description will be written up and faxed to the Regional Administrator for possible inclusion in the weekly activity report.



## **TOP TEN QUESTIONS ON OES MISSION NUMBERS:**

(Rev. 1/14/98)

**PURPOSE:** Ordering and coordinating resource requests is a critical emergency management function. Understanding how State OES performs this function and tasks state agencies is important to mutual aid coordinators and responders at each level. Mission tasking is one method used by OES to coordinate requests for resources. OES has or is developing additional documents and guides describing the methods and criteria for coordinating requests not requiring an OES Mission Number. This document is meant as quick reference guide to understanding and navigating the mission tasking process and is not meant as an exhaustive treatise on the subject. If you have any questions please contact your OES Regional representative.

### **1. What's an OES Mission Number?**

Under the Emergency Services Act OES has the authority to task state agencies to respond and assist local governments and other state agencies in emergencies. These taskings are for responses outside of the agency's statutory authority and or responsibility to perform. OES documents and tracks this process by means of issuing a Mission Number.

### **2. What is the criteria for issuing a Mission Number?**

Emergency conditions exist or are imminent with threat to loss of life, severe injury or similar danger to public safety. Local resources must be fully committed or inadequate. This includes working overtime, recalling staff and contracting out. State resources are not to compete with the private sector. If contracting out can not provide resources in a timely manner State resources may be used. Contracting out includes contracting with state agencies, if these agencies have the ability and authority to do so. Under emergency conditions OES or the state agency may restrict the resources available to contract out in order to ensure adequate resources for mission tasking and accordingly these would then have to be accessed through a resource requests in accordance with SEMS.

### **3. How do I get one ?**

If you are a local agency or OA coordinator you don't. You ask for resources in accordance with the SEMS process and if OES determines that tasking a state agency is the best solution then the state agency is tasked and receives a mission number. Then you get the resource. We will provide the Mission Number for tracking purposes.

***It is the role of the OES Regional Office to ensure that all local resources have been exhausted before requesting a mission number. The local government must first go to the Operational Area with the request for the resource. If the Operational Area determines that it cannot be provided by any jurisdiction in the county or by private resources, the Operational Area makes the request to the OES Regional Office by contacting the duty officer or the REOC when there is an activation.***

If you are a state agency you will receive one only after OES determines that local resources and other mutual aid resources are inadequate or untimely and you state that you have the capability to respond.

#### **4. Does the Mission Number mean OES is going to pay for the response?**

No! A Mission Number orders and authorizes a response not payment. State agencies may use the Mission Number as part of their documentation to file for reimbursement from the State Department of Finance or FEMA. There is no guarantee of successful reimbursement with a Mission Number, however, there is a high likelihood of failure without it.

#### **5. What about Mutual Aid?**

The use of the Mission Number is one way the state responds to Mutual Aid requests. The other way is by direct response by state agencies which are participants in the Fire and Rescue Mutual Aid Plan or the Law Enforcement Mutual Aid Plan. Agencies such as the California Highway Patrol (CHP) and the California Department of Forestry (CDF) can and do respond in accordance with their respective mutual aid systems. They also can be given mission tasking by OES independent of their respective systems. OES will, before tasking a state agency, determine whether or not a resource is available from neighboring OA's. If other local governments can meet the need in timely fashion then OES will coordinate bringing in these resources instead of issuing a Mission Number. State agency resources are the resources of last resort.

#### **6. What about Order and Request Numbers?**

The Order and Request Number system is used by Fire Agencies to track resources. Each incident is assigned an Order Number then resource requests are assigned Request Numbers correlated to that Order Number. In California, this system is also used as a control mechanism for reimbursement under the provisions of the "Five Party Agreement." Request Numbers are not Mission Numbers but may cause a Mission Number to be issued as in a request for a non-fire resource needed by a fire agency. Requests for use of National Guard Armories and hand crews for flood fight have begun with Order Request and Numbers but required Mission Numbers to fill. In order to ensure accurate tracking between systems, OES added a cross reference for Order and Request Numbers on our Response Information Management System (RIMS) mission tasking form.

#### **7. Are there any other numbering systems out there?**

Yes! OES is developing a series of mutual aid tracking numbers to better track non-fire, and non-law enforcement mutual aid or other resource requests it coordinates. These numbers are for tracking and coordinating purposes only and do not constitute an OES authorization or tasking. OES Law Enforcement does issue Mission Numbers of a different type for day-to-day Search and Rescue missions. Although similar in format these are not to be confused with Mission Numbers issued under emergency conditions.

#### **8. Does a Local Emergency have to be proclaimed?**

As a general rule, yes. We have issued Mission Numbers when emergency operations have dictated, usually after an EOC activation, without a Local Proclamation. However, if you look at the criteria for issuing a Mission Number you are describing the conditions described for a Local

Emergency so why not go ahead and proclaim and make the situation clear. A Local Emergency ensures all resource requests are covered under the Emergency Services Act for liability purposes.

**9. If a state agency responds first will OES cover it under a Mission Number later.**

The answer is a qualified NO! The only qualification is that the agency can prove that all of the criteria were met for a Mission Number to be issued, and that coordinating the request through proper channels would have caused inordinate delays resulting in the loss of life or severe injury.

Please note that during the 1997 Floods with multiple OA's demanding multiple resources most Mission Numbers were issued within 20 minutes. This means the request was screened, and an appropriate and capable agency was selected and resource mobilization initiated.

**10. Can't State Agencies respond on their own as locally available resources ?**

Yes! They do so at their own risk. Responses not covered under the Emergency Services Act do not provide the same level of liability protection or documentation needed for reimbursement as those authorized under a Mission Number. Additionally, state agency resources are still subject to reassignment to higher priorities by an OES mission tasking or may be redirected during a State of Emergency pursuant to an order by the Governor. Nothing stated here inhibits or prohibits state agencies from carrying out constitutional and or statutorily mandated duties. OES issues Mission Numbers under the Emergency Services Act to task and authorize state agencies to respond outside of their normal statutory authority or responsibility, not to give them permission to do their own job.

## **PL-84-99 REQUEST PROCEDURES**

### **I. BACKGROUND**

The United States Army Corps of Engineers (USACE) has independent authority under Public Law 84-99 (PL-99) to assist public agencies in conducting clearly identified flood fighting missions. As mandated by PL-99, this assistance can be provided only if there is an actual or imminent threat to public safety. The actual assistance can be in the form of technical assistance or actual direct flood fighting through emergency contract. USACE assistance must be requested through the state system, and the local flood agency requesting assistance must provide appropriate documentation (i.e., hold harmless agreements, etc.) following any verbal authorization. Emergency assistance, which falls outside the scope of PL-99, may be conducted by USACE if authorized by FEMA through the issuance of a FEMA mission number.

### **II. RESPONSIBILITIES**

The local flood control agency has responsibility to conduct flood fight operations and to utilize available local resources including contracting of personnel and/or through the use of mutual aid. If local resources are inadequate to address the situation, the local flood control agency coordinates with the State Department of Water Resources (DWR) to request assistance. DWR serves as the state sponsor of all federal flood fighting efforts. DWR is able to provide technical assistance only in Southern Region.

Pursuant to the Standardized Emergency Management System (SEMS), the local flood control agency should coordinate requests for DWR/USACE assistance through the Operational Area Emergency Services Coordinator (OA ESC) or via the OA Emergency Operations Center (EOC). Once assistance is authorized, DWR/USACE works directly with the local flood control agency to coordinate flood fighting assistance as well as in securing the required permissions and documentation to facilitate the conduct of flood fighting missions.

The OA ESC and/or EOC ensures coordination within the OA concerning requests for mutual aid and forwards PL-99 requests to the OES Region for action/information.

The OES Regional Emergency Operations Center (REOC) coordinates requests for PL-99 assistance received from the OA by ensuring coordination and communication between USACE, DWR, the OA and the local flood control agency. If requests do not meet PL-99 guidelines, OES Region will pursue FEMA tasking or tasking other state agencies as appropriate.

To ensure all resources are analyzed prior to making requests to USACE, DWR also reviews requests and ensures that state flood control resources are not able to meet local conditions and that requests meet USACE requirements. Once these evaluations are made, DWR contacts USACE with its' analysis. DWR also provides technical advise and assistance to USACE and OES concerning flood fighting and flood control measures.

Following certification by DWR (or OES on DWR's behalf) that state resources are not sufficient, USACE will respond to the request and, if approved, work directly with the local flood control agency. Even if coordinating directly with local flood control agencies, USACE will liaison with OES Region and DWR to ensure coordination and communication exist throughout the system.

Although USACE will respond to initial inquiries from the OES Region, the local flood control agency and/or DWR and will advise whether conditions described may meet the requirements for USACE response under PL-99 requests for actual assistance should follow SEMS.

### **III. PROCEDURES**

Following are the recommended procedures to comply with the SEMS system:

- a. Local flood control agency requests PL-99 assistance via OA EOC.
- b. The OA EOC ensures mutual aid and local contracting are inadequate to address the request, and forwards the request to the OES Region EOC (REOC).
- c. The REOC contacts USACE and DWR to ensure USACE is willing to accept the request and that DWR will certify that state resources are not adequate. This may involve field visits by USACE and DWR staff and communication between USACE, DWR and the local flood control agency. The REOC will support and facilitate this process including assisting with OES Field Representatives.
- d. DWR will certify that USACE will accept the request. USACE will work directly with the local flood control agency and will keep the REOC informed.
- e. The REOC will follow up with the OA, USACE and DWR as appropriate.
- f. If, following DWR certification, USACE denies the PL-99 requests, the OES REOC will coordinate with FEMA for FEMA tasking and/or will investigate state agency missions or other mutual aid responses as appropriate and will coordinate same with the OA EOC.

### **IV. CONCLUSIONS**

Although Federal law permits USACE response to direct contact from local flood control agencies with approval and certification of DWR, following the SEMS process will ensure greater coordination, identify potential for duplicative resource requests and provide a broader pool of resources. Specifically, following the SEMS process will ensure timely access to FEMA mission tasking should requests fall outside the scope of PL-99 and not be approved by USACE. Accordingly, the SEMS process should be adhered to.

**California FIREScope**  
**Multi-Agency Coordination System (MACS)**  
**MACS 420 RESOURCE ORDERING SYSTEM**  
  
System Overview, Principles,  
Procedures, and Example  
  
Dan Lang  
Staff Chief, Fire Protection Operations  
California Department of Forestry and Fire Protection  
  
Rev. January 22, 1999

**California FIREScope**  
**Multi-Agency Coordination System (MACS)**

**MACS 420 RESOURCE ORDERING SYSTEM**

Dan Lang, CDF  
Rev. 1/22/99

**A. SYSTEM OVERVIEW**

1. The Multi-Agency Coordination System, or MACS, was developed in the mid-1970s. It was one of 2 major outputs of the joint local/state/federal FIREScope project. The California Office of Emergency Services (OES) was, and still is, a lead agency in FIREScope and, as such, was intimately involved in the development of the Multi-Agency Coordination System.
2. The MACS 420 Resource Ordering System is one of the component business processes of the MACS. This resource ordering, tracking, and statusing system has been used for over 20 years by local, state, and federal agencies *nationwide*. It has also been adopted by the Canadian government. Its output documentation is accepted by FEMA as the basis for cost reimbursement.
3. Over the years the system has been refined and improved to the point where it is now used by thousands of agencies to document the assignment of their own resources to incidents for which they have a *legal jurisdictional authority* to act. The system is also used to document requests for assistance from other agencies. It documents and tracks the assignment of resources from assisting agencies on hundreds of thousands of incidents each year.
4. The system was designed by fire agencies, but from the start was always intended to track resources for ANY kind of incident. It has been used to document resource requests and assignments not only for fires, but for hurricanes, floods, typhoons, earthquakes, hazardous materials incidents, droughts, the Oklahoma City bombing, and large public assemblies such as the Olympics and the visit of the Pope.
5. The system has been used to process requests for resources for incidents in the United States, and also for incidents in Canada, Mexico, Central and South America, and the Pacific Islands.
6. The system can be used to track any kind of resources. It allows for the tracking of individual resources, such as officers, or groups of resources. It identifies the agency supplying the resources as well as the agency receiving them.
7. The system allows the unique identification of incidents and of each resource request. The identification system facilitates the processing of multiple requests by multiple dispatchers simultaneously. It also allows for the identification of the agency responsible for each individual request. This is especially useful in Unified Command operations where each of several agencies is individually responsible for the cost of the resources it requests.
8. The system creates a “paper trail” that allows the sending agency, the receiving agency, and all responsible resource ordering points (dispatch offices) in between to track individual resources from the time of dispatch until arrival back home and release from the incident.

9. The system captures detailed time-referenced information at each step in the process. Experience has shown that this level of detail is necessary to satisfy the auditing requirements of public agencies.
10. By adopting a standardized resource ordering system, dozens of federal, state, and local agencies throughout the country have been able to consolidate their dispatch operations into interagency dispatch and coordination centers, achieving a better utilization of resources and reducing the cost of dispatch operations. This also facilitates sharing of trained dispatchers between agencies during peak activity periods.
11. The manual (or paper) process has been automated via 2 products:

InciNet: automates the entire Incident Command System (ICS) business process, including the resource ordering process that occurs between a large-scale field incident and the dispatch office or Department Operations Center (DOC).

MIRPS: (Multi-agency Incident Resource Processing System) This product automates the process between the DOC and higher level resource ordering and coordination points, such as Operational Area EOCs, REOCs, and the state or national resource ordering point.

## **B. SYSTEM PRINCIPLES**

1. Requesting agencies should specify the conditions under which the assistance is being requested: existing agreement, mutual aid (non-pay), assistance-by-hire (pay), etc.
2. Providing agencies have the option of deciding whether or not they will fill the request, unless this decision has been pre-empted by written agreement.
3. Once a resource is provided, it is assumed that the resource will remain under the control of the receiving agency until such time as the agency can once again handle the incident with its own resources, at which time the resource is sent back to the sending agency.
4. Once a resource is provided to a requesting agency, the resource falls under the control of that agency. The receiving agency is totally responsible for the supervision and support of the resource until it arrives back at its point of departure or until it is re-assigned to another agency's incident.

## **C. SYSTEM PROCEDURES**

Instructions for completing each applicable item in the Resource Order Form (MACS 420) are outlined in the following pages. Note that not all of the items/blocks appear on the Resource Order Continuation Sheet (MACS 420A).

The ordering agency will document all pertinent information about the request on the MACS 420 before contacting the agency that will be receiving the request. The agency receiving the request will also use the MACS 420, and will copy the information on to the form as it is read to them by the requesting agency.



For large incidents, with many resources requested or assigned, it is usually advisable for the ordering agency to "functionalize" its resource ordering activity. The block under Resource Order, is used to indicate the "type" of resource order that particular form is documenting; for example: overhead, crews, equipment, aircraft, supplies (see Section 12).

The following numbers correspond to Block Numbers on the MACS 420 form:

1. Initial Date / Time: Enter the date and time the order was initiated or received. Use military time to avoid confusion between AM and PM.
2. Incident / Project Name: Name of incident. Pick a unique name which describes the location of the incident. Local landmark names are commonly used. Examples: Morgan Creek; Horseshoe; Brannan Island, etc.
3. Incident / Project Order Number: Order number assigned by the agency having initial jurisdiction.

A nationwide resource numbering system that allows for identification of a particular order throughout the dispatch system has been established. Most fire agencies in California have agreed to use this numbering system. The numbering system uses the following convention:

CC-SS-ABC(D)-(NNNN)-NNNNNN

CC represents the 2-letter Country Code for the nation in which the incident originated. Default is US.

SS represents the standard 2-letter US Postal Service identifier for the state in which the incident (or headquarters of the responsible agency) is located. California is CA. For incidents originating outside the US, entries in this field will be assigned by the requesting nation or by the first US agency to receive the request.

ABC(D) represents a pre-assigned 3-character or 4-character agency identifier. All fire agencies in California have been assigned a 3-letter alpha identifier by OES. There are over 17,000 possible 3-letter combinations, and less than 1,200 are currently in use. It is possible for OES to assign 3-letter identifiers to any agency with emergency incident management or response responsibilities. (A fourth character position has been reserved for future system expansion.)

(NNNNNN)-NNNNNNN represents the incident number. Use of the first group of 6 numbers is optional, and may be used to further categorize the incident; e.g. by year, organization, area, etc. The second group of 7 numbers should reflect the sequential number of incidents during the current calendar year. Use of leading zeros is optional, but automated systems should reserve a total of 13 spaces as shown above.

Within the above parameters, each jurisdictional agency develops a system of incident numbers that will best meet their needs. Normally incident numbers are reset to 000000 at midnight on January 1. Only one number should be assigned to each incident.

Examples: US-CA-ENF-000003 represents the third incident of the year within the jurisdiction of the El Dorado National Forest in California.

CN-AB-D005-0005644 represents the 5,644th incident of the year within the jurisdiction of the Alberta Department of Natural Resources.

4. Office Reference Number: An optional field for individual agency use. When filling requests from other agencies, many agencies use this block to record the requesting agency's order number. May also be used by state agencies to record a corresponding OES Mission Number.
5. Descriptive Location Response Area: Descriptive location of the incident location or, if using response cards, response area or general area.
6. SEC., TWN, RNG, Base MDM: geographic location of incident, expressed in Section, Township, Range, and Base Meridian map coordinates.
7. Map Reference: enter descriptive location of incident: "River Road 2 mi. S. of Clarksburg", etc. As an alternative, enter latitude and longitude, Thomas Brothers map coordinates, or other common map reference.
8. Incident Base/Phone Number: Incident base location and phone number,
9. Jurisdictional Agency: Agency with initial or primary jurisdiction.
10. Ordering Office: Office or location making request.
11. Aircraft Information (if aircraft are being requested):
  - a. Bearing: Azimuth from VOR (VHF Omnidirectional Range) nearest incident.
  - b. Distance: Nautical miles, straight line distance from VOR indicated (be sure to state that miles are nautical).
  - c. Base or Omni: Name of VOR nearest incident.
  - d. Air Contact: Call sign or name of air contact, if applicable
  - e. Frequency: radio frequency being used by the air contact at the incident.
  - f. Ground Contact: Name of ground contact, if any (use standard ICS identifier: "Pardee Operations", "Hills IC", etc.).
  - g. Frequency: Radio frequency used by ground contact.
  - h. Reload Base: airport to be used for re-loading of supplies, retardant, etc. Can also be used to indicate refueling airport.
  - i. Other Aircraft/Hazards: Other aircraft known to be in the area and any known hazards.
12. Request Information
  - a. Request Number: The request number assigned by the incident or requesting unit. Requests for each resource category are numbered sequentially, beginning with 1, preceded by the resource category letter. Resource categories are identified as follows:

E	Equipment	C	Crews	O	Overhead
A	Aircraft	S	Supplies		

Each single resource will be assigned a request number. If ten crews are ordered, ten request numbers are required: C-1 through C-10. Standard ICS groups of resources (strike teams and task forces) will be issued a single request number to cover all equipment and personnel assigned to the group.

Request Prefix: In those situations where it is desirable to identify which agency has financial responsibility for the request, the request should be prefixed with the 3-letter alpha identifier of the agency.

Example: on incident US-CA-ENF-000003, the El Dorado Co. Sheriff, a member of the Unified Command, wants to request a helicopter to evacuate citizens. If their 3-letter identifier was ELS, then the request would be ELS-A-1, one helicopter, 10 passenger or larger.

- b. Ordered Date/Time: Date and time of this request. Use military time.
- c. From / By: From individual or office ordering; by individual or office receiving the order.
- d. Quantity: Number of units requested.
- e. Resource Requested: Type of resource requested. Anticipate the number of lines needed to identify major components of resource before entering next request number; for example, a crew strike team will need 3-4 lines before the next request number is entered.

NOTE: For purposes of expediting the resource ordering process, several disciplines, notably fire, hazardous materials, emergency medical services, and search and rescue, have created standardized categories to describe the capabilities of the resources they commonly use. However, use of the MACS 420 system does not require the "typing" of resources.

- f. Needed Date / Time: Date and time resources requested are to be at the location shown in the 'Deliver To' block. Be more definitive than "as soon as possible."
- g. Deliver To: Location resources are to be delivered to. Use an asterisk to add remarks, if necessary. If resources are to be delivered to an airport, enter 3-digit airport identifier, if known; otherwise, enter full name of location.
- h. To / By: Person or office given the order and person or office placing the request.
- i. Time: Time order given to next office (if the unit given the order is unable to fill, put an X in the To / From column, go to Block 13, and enter the information when placing the request with another unit).
- j. Agency ID: Agency filling order. Use 3-letter alpha identifier if available; otherwise enter name of agency.
- k. Resource Assigned: Name of resource and identification, e.g., unit, last name of unit supervisor, number of people in module, aircraft N number, vehicle number.

- l. ETD / ETA: Estimated time of departure and arrival. Use military time (24-hour clock). Put a check mark in the small box in the upper right corner of the ETD/ETA block after the information has been relayed to the next appropriate office.
- m. Released/Date / To: Date of release, released resource destination.
- n. Time / ETA: Use the time of departure that the resource commences travel. May need to include a second date in the ETA column for travel extending 2 or more days.

If the resource is being diverted to a new incident, use the Released column to record this information. If the resource is reassigned outside of the unit originally ordered for, use the release column to document where sent, date released, time of departure, and estimated time of arrival. Information on reassignment of resources must be relayed through normal dispatch channels to home units, giving release information and the new incident name, incident number, and request number.

Assigned Resource Canceled by Sender: If a unit, person, crew, or other resource cancels out after the resource-assigned information has been filled in, put an X in the Agency ID column and draw a horizontal line through the Resource Assigned column and ETD/ETA column. Note what happened in the Remarks column, for tracking purposes. Go to the next available line in Block 12 and re-order using the same request number. If the unit receiving the request is unable to fill, see Block 13.

### 13. Order Relay:

This block will be used if the original unit from which the resource was ordered is unable to fill the request. Put an X through the To / From column (Block 12); then go to Block 13 and place the request with another unit.

- a. Request Number: Request number being re-ordered.
- b. Date: Date of request.
- c. Time: Time of request. Use military time.
- d. To / From: Office or person with whom the order is being placed and office or person that is placing the request.
- e. Action Taken: What has taken place with this request.

If the unit cannot fill the order in Block 13, cross out the request number and write out the date/time and who it was that could not fill the order. Then drop to the next available line in Block 13 and place the request with another unit.

### 14. Remarks:

Use for special comments, cross references, or any use that clarifies another section of the Resource Order.

### 15. Completion / Signature:

This block is used to record the estimated cost of the order (where used to order a single request) and to verify that the order is complete. This block can be used for any other type of verification, such as signing off that the order is cleared.

#### **D. SYSTEM OPERATION EXAMPLE**

Incident Scenario: Eminent Flooding in Smallville Flood Control District  
Date & Time: January 22, 1999, 0900 hours.

After weeks of heavy rain, levees along the Big River in Smallville have started to show numerous leaks and boils. The river is not expected to crest until midnight on January 25.

The Flood Control District Manager has legal authority to repair and maintain those sections of the levee within the unincorporated community of Smallville, located in Jefferson County, California.

District Manager Bob Smith has determined that it will be necessary to immediately reinforce the levee between Lincoln and Washington Streets, a distance of 3/4 mile. He fears that failure of the levee will result in the inundation of the entire town of 2,400 population to a level of 6 feet, and will also flood approximately 30 square miles of adjoining farmland.

The District Manager has assumed the role of Incident Commander, and named this emergency the "Smallville" incident. He has instructed District Finance Officer Marge Anderson to assume the role of Incident Dispatcher, to initiate an Emergency Incident, and to begin use of the Resource Ordering System.

### **Resource Ordering and Documentation Scenario:**

0900 Dispatcher locates MACS 420 Resource Order form, and begins documentation.  
Initial Date / Time: 1/22, 0900  
Incident Name: Smallville  
Incident Order Number: CA-SFL-00001  
(California, Smallville Flood Control District, Incident # 00001)  
Office Reference Number: (none)  
Descriptive Location: Smallville, Big River levee, between Lincoln and Washington Sts.  
Sec.7, Twn. 8S, Rng 12E, Base Mdn MD  
Map Reference: Thomas Brothers Statewide, page 288, grid D4  
Incident Base Phone Number: (blank: none yet established)  
Jurisdiction: SFL (Smallville Flood Control Dist.)  
Ordering Office: SFL  
Aircraft Information: Ground Contact: Smallville IC; Frequency: 132.500  
Request Number: O-1  
Ordered Date / Time: 1/22, 0900; From / By: BS (Bob Smith) / MA (Marge Anderson)  
Qty: 1; Resource Requested: IC  
Agency ID: SFL; Resource Assigned: B. Smith  
Request Number: O-2  
Ordered Date / Time: 1/22, 0900; From / By: BS/MA  
Qty: 1; Resource Requested: Incident Dispatcher  
Agency ID: SFL; Resource Assigned: M. Anderson

**(See Example 1)**

- 0905 IC (Incident Commander) tells Dispatcher to contact Maintenance Foreman Jones by radio and have his crew take the district's 4 dump trucks to their corporation yard and use their loader to load the trucks with stockpiled rock, and to begin hauling and dumping the rock along the levee. He then leaves the office to return to the levee for additional assessment work.
- 0908 Dispatcher records IC's request for the four dump trucks and one loader on the MACS 420 as Request Numbers E-1 through E-5.
- 909Dispatcher contacts Foreman Mike Jones by radio, relays IC's instructions, and gives Jones request numbers E-1 through E-5. Jones advises Dispatcher that Request E-1 will be filled with Dump Truck #445 driven by himself, Request E-2 will be filled with Dump Truck #321 driven by Turner, Request E-3 will be filled with Dump Truck #566 driven by Parker, Request E-4 will be filled with Dump Truck # 678 driven by Weaver, and Request E-5 will be filled Loader #890 operated by Mitchell. All are now assigned, as of 0900 hours. Dispatcher records information on MACS 420.

**(See Example 2)**

0936 IC contacts Dispatcher by radio, advises that he needs 3 bulldozers with transports and pilot cars, 300 yards of road base material (delivered), 10,000 sandbags, 500 yards of 60 ft. wide visquine, and 3 hand crews, and wants them all to report to the levee at the Staging Area at the Washington Street School ASAP.

Dispatcher records IC's resource requests on MACS 420.

Request E-6 through E-8: one dozer with transport and pilot car on each request.

Request S-1: 300 yards road base (delivered)

Request S-2: 10,000 sandbags

Request S-3: 500 yards of 60' visquine

Request C-1 through C-3: 1 hand crew on each request.

Dispatcher asks IC for approval to order a Support Dispatcher, IC approves.

0938 Dispatcher yells to Assistant District Finance Officer Bob Harris in the adjoining office and advised him that he has just been assigned to the Smallville incident as a Support Dispatcher, Request Number O-3.

Incident Dispatcher instructs Support Dispatcher to begin work on filling Supply and Crew requests, while she works on the Equipment requests.

**(see Examples 3-1 through 3-3)**

0941 Request E-6 through E-8: Incident Dispatcher places a phone call to Granite Construction, a company with which district has a previously negotiated agreement for the rental of dozers, transports, and pilot cars during floods.

Granite Construction is able to fill Request E-6 with Dozer 56 and Request E-7 with Dozer 58, but is unable to fill Request E-8. They estimate that the dozers will arrive at the Staging Area at 1130 hours.

**(See Example 4)**

0941 Request S-1: The Support Dispatcher places a phone call to Delta Sand and Gravel for delivery of 300 yards of road base to the Staging Area. Delta is another vendor with which the district has a previously negotiated agreement. Delta advises that the material is available, and should begin to arrive at the Staging Area at approximately 1200 hours.

0944 Request S-2: The Support Dispatcher knows that the district has 20,000 sandbags in its warehouse at the Corporation Yard, contacts Foreman Jones by radio, and instructs him to use the dump trucks to deliver the sandbags to the staging area. Jones advises that he will put the sandbags on top of the loads of rock, and that all sandbags should be delivered to the Staging Area by 1400 hours.

0947 Request S-3: The Support Dispatcher also knows that the district has 500 yards of visquine in its warehouse. Support Dispatcher places a call to Warehouse Worker Tom Travis and advises him to take the 500 yards of visquine to the Staging Area, using the district's stakeside truck. Support Dispatcher asks Incident Dispatcher Anderson, who is handling Equipment and Overhead requests, to

assign the next available Equipment Request number to the district's stakeside truck, #443, with driver Travis. Incident Dispatcher advises that the number is E-9, which Support Dispatcher Harris relays to Travis. Travis advises that he will have the visquine at the Staging Area at 1100 hours.

**(See Example 5)**

- 0950 The district does not have any pre-identified source of hand crew labor for flood control work. Support Dispatcher places a call to Jefferson County Emergency Services Director Betty Thomas and advises her that the district needs 3 hand crews to report to the Staging Area at Washington Street School ASAP to fill sand bags and place visquine along the Big River levee, and that the assignment will last for at least 3days.

**(See Example 6-1)**

Director Thomas reaches into her bottom desk drawer, pulls out a MACS 420 form, and records the incident information and crew requests as they are read to her by the Support Dispatcher. In Block 5 she records Washington Staging as the reporting location for the crews.

Thomas then requests the Smallville Flood Control District to send an Agency Representative to the Jefferson County Operational Area EOC in Hicksville. She also advises the Support Dispatcher to contact the IC and suggest he consider establishing a Unified Command of the incident with the Sheriff's Office, which has responsibility for evacuations.

**(See Example 6-2)**

- 0958 County Emergency Services Director Thomas assumes her role as Director of the Jefferson County Operational Area Emergency Operations Center (alpha identifier JOC).
- 0959 Thomas then meets with Assistant County Planning Director Bob Willis, who has been previously identified as this week's Logistics Chief for the Jefferson County Operational Area EOC. She instructs Willis to activate the EOC, place requests for the other members of the EOC management team, and to request that the Sheriff's Office send an Agency Representative to the EOC. Willis reaches into his desk and pulls out another MACS 420 form and records the following information: **Incident Name: EOC Activation #1, Incident Number CA-JOC-00001. Office Reference Number: CA-SFL-00001.** He then records Request O-1: Thomas as EOC Director; Request O-2: himself as Logistics Chief.

**(See Example 7)**

Thomas gives Logistics Chief Willis the MACS 420 that she initiated for the Smallville crew requests.

- 1010 Logistics Chief Willis arrives at the Jefferson County EOC, which is in the basement of the County Government Center.
- 1011 Logistics Chief places a call to the Jefferson County Sheriff's Office (alpha identifier JCS) and requests assignment of 3 public service crews to the Smallville Incident, # CA-SFL-0001, on Request Numbers C-1 though C-3. Sheriff's dispatcher records the order and request information on a MACS 420 form



(example not included) and advises that it will take a few minutes to determine if the SO can fill the request. Logistics Chief gives SO dispatcher the phone number of the Ordering Manager at the County EOC for callback.

**(See Example 8)**

- 1012 Smallville IC contacts Incident Dispatcher via radio and requests a Staging Area Manager to manage the resources that will be arriving at Washington Staging. Incident Dispatcher consults her Emergency Resource Directory and sees that Charles Baker of the Smallville Fire District (alpha identifier DFS) is listed as a Staging Area Manager. She also knows that the two districts have a reciprocal assistance-by-hire agreement in place.

(Since her initial Resource Order Form is now full, Marge starts a Resource Order Continuation Page (MACS 420A) just for Overhead personnel requests.)

- 1013 Incident Dispatcher phones the Smallville Fire District and places Request O-4 for one Staging Area Manager to respond to the Washington Street School. Fire District dispatcher records the information on a MACS 420 form (example not included) and advises that they will attempt to fill the request within 30 minutes.

**(See Example 9)**

- 1035 Sheriff's Office contacts the Ordering Manager at the EOC and advises him that the Sheriff's Office can fill the crew request .

The Jefferson County SO dispatcher then advises both the Jefferson County Operational Area EOC Ordering Manager and the Smallville Incident Dispatcher that they will fill the Smallville crew requests as follows:

Request C-1: Trustee Crew 1, Supervisor Edwards, 14 men, ETA 1200 hrs.

Request C-2: Trustee Crew 4, Supervisor Billings, 12 women, ETA 1330 hrs.

Request C-3: Trustee Crew 5, Supervisor Smart, 15 men, ETA 1300 hrs.